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Country review report for Uganda*

Contents

		Paragraphs	Page
	Introduction	1	2
I.	The national context	2–4	2
II.	The country cooperation framework	5–11	2
III.	Programme performance	12–18	3
IV.	UNDP support to the United Nations	19–23	3
Annex			
	Financial summary		5

* The present report contains a summary of the findings of the review. The full text is available in the language of submission from the Executive Board secretariat.

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Introduction

1. In accordance with the procedures set forth in the programming manual for the review of country cooperation frameworks (CCFs), a review of the CCF for Uganda was held in February 2000, including high-level consultative meetings. The present report contains a summary of the findings of the review. For programme performance, the findings are organized in the form of summaries of the conclusions, the corresponding recommendations and the action agreed on by UNDP and the Government.

I. The national context

2. The overall national context has remained generally stable over the last few years, although there is some continuing insecurity in the northern and western parts of the country.

3. Steady and rapid economic growth over the past decade has contributed to improving the poverty profile of the country. Although globally encouraging, the impact of this positive trend was not equally distributed and significant disparities continue to exist according to gender, urban or rural residence, regions and districts.

4. To address this issue, the Government developed a poverty eradication action plan (PEAP) in 1997 that provides the broad framework for national and external assistance. The PEAP is an ambitious programme that aims to eradicate absolute poverty in the country by the year 2017. The regular monitoring of PEAP and progress towards its objectives has led to its current revision.

II. The country cooperation framework

5. The present country review covers the first CCF (1997-2000), which clearly responds to the development agenda of the country as outlined in the PEAP. The CCF focuses on two thematic areas: (a) decentralized governance, with particular emphasis on capacity-building for participatory formulation and for the management of district and local-level development plans; and (b) economic empowerment, by assisting in the development of small-scale and micro-enterprises.

6. Gender, the fostering of environmentally sustainable livelihoods and the mitigation of the impact of the HIV/AIDS epidemic constituted cross-cutting issues addressed within the two thematic areas.

7. The combination of the two thematic areas — political and economic empowerment — into a single programme, the Poverty Eradication Programme (UGA/97/001), focused on districts. Lower government levels can be considered a particularly effective way to address the issue of poverty. Other projects in the portfolio address the same types of issues. It can thus be said that the country office has used a true "programmatic approach" in the design of its assistance.

8. Although the PEAP is currently being revised, the outcome of this exercise is probably going to be a sharpening of the strategy rather than a significant change in focus.

Recommendation 2.1

9. The preparation of the new CCF should continue to address the issues of political and economic empowerment of local government and civil society without neglecting the upstream level.

10. Cross-cutting issues of gender, environment and HIV/AIDS were mainstreamed in the activities of the programme, although with limited success. More work is needed both at the design and implementation stages of programmes in the next CCF to mainstream these cross-cutting issues. Work has already begun to enhance knowledge on mainstreaming gender among non-governmental organizations (NGOs) and community-based organizations (CBOs) working on gender. Given the increased interest of other development agencies, especially the World Bank and the bilateral agencies, on mainstreaming cross-cutting issues, there is room for improvement in this area.

Recommendation 2.2

11. In the next CCF, particular attention will be paid to the mainstreaming of cross-cutting issues, taking them into consideration during the programme design phase and building the capacities of the implementing agencies.

III. Programme performance

12. The development of activities at the upstream level, the drafting of an appropriate legislative framework for the development of micro-enterprises and its approval by the Government, has lagged behind the development of grass-roots activities.

Recommendations 3.1

13. Discussions and approval of a policy paper on micro-finance institutions by the Cabinet must be accelerated so that the corresponding legislation can be drafted, discussed and enacted as soon as possible.

14. The expected level of synergy between the two subprogrammes, capacity-building for local authorities and private-sector development did not materialize as much as anticipated. In the absence of a National Programme Coordinator until late 1999, the two subprogrammes were largely run independently and with very different degrees of dynamism. As a result, cooperation between public authorities and private-sector initiatives was limited to isolated initiatives at the district level.

15. The subprogramme for decentralized governance has contributed, to only a very limited extent, to capacity-development in local governments in the targeted districts.

16. In contrast, the subprogramme for private sector development has conducted a large range of activities that appear to have an impact. However, the magnitude of this impact has been somewhat limited by the lack of adequate capacity in the development planning units of some of the districts. The satisfactory implementation of the private sector subprogramme should not hide the fact that the subprogramme tends to extend the range of its activities at the potential cost of not consolidating its achievements.

17. Cross-cutting issues, notably those on the environment and HIV/AIDS, were essentially not addressed in the activities of the programme. When they were, as in the case of gender, their inclusion was limited to quantitative measures, such as that of ensuring an adequate representation of women. This concern should be included in an eventual mainstreaming mission to be fielded with support of UNDP headquarters.

Recommendation 3.2

18. To ensure that the potential of the programme and its objectives are reached, a review of the management structure of the programme should be conducted during a specific mainstreaming mission and clear roles and responsibilities should be assigned. This mission should focus on ensuring that the synergies between the components of the programme materialize and that the cross-cutting issues are addressed as an integral part of the activities of the programme. UNDP headquarters support could be provided to ensure a successful outcome of the mission.

IV. UNDP support to the United Nations

19. Collaboration with other United Nations organizations, particularly those represented in the country, has been positive with monthly meetings during which information and experiences are shared. Collaboration between United Nations organizations will be facilitated by the implementation of identical programming cycles between the World Food Programme (WFP), the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF).

20. The country office enjoys a relatively strong and growing relationship with Bretton Woods institutions in Uganda. In recent years, UNDP has collaborated with the Government, the World Bank and other partners in revising the PEAP and in preparing the poverty reduction strategy paper (PRSP), for which the UNDP-funded Uganda Vision 2025 provided the vision — necessary under the Comprehensive Development Framework (CDF).

21. In terms of a joint programme of work, the World Bank is presently promoting a UNDP/United Nations Capital Development Fund (UNCDF)-funded pilot project on district development planning and management with an investment of $80 million through the International Development Association (IDA) facility.

22. UNDP remains an important interlocutor for the Bretton Woods institutions (BWIs) on general development issues in Uganda and in particular during the recent preparation of the World Bank country assistance strategy. Current preparations of the next

CCF (2001-2005) offer another opportunity to strengthen collaboration between UNDP and the BWI further.

Recommendation 3.3

23. It is important to consolidate the good level of collaboration by deepening relationships with other bilateral and multilateral donors.

Annex

Financial summary

Country: Uganda
CCF period: 1997-2000
Period covered by the country review: January 1997 to March 2000

Regular resources	*Amount assigned for the CCF*[a]	*Amount planned for the period under review*	*Estimated expenditure for the period under review*
	(Thousands of US dollars)		
Estimated IPF carry-over	9 850	8 548	8 548
TRAC 1.1.1 and TRAC 1.1.2 (66.7 per cent of TRAC 1.1.1)	32 773	24 970	25 885
TRAC 1.1.3	-	200	100
Other resources	1 625	686	533
SPPD/STS	1 741	1 155	764
Subtotal	**45 989**	**35 559**	**35 830**

Other resources	*Amount targeted for the CCF*[b]	*Amount mobilized for the period under review*	*Estimated expenditure for the period under review*
	(Thousands of US dollars)		
Government cost-sharing	812	190	-
Third party cost-sharing	3 656	4 348	3 467
Sustainable development funds			
GEF	2 194	5 325	2 000
Capacity 21			
Montreal Protocol	122	56	56
Funds, trust funds and other			
UNIFEM			
UNCDF	12 188	14 967	5 241
UNSO	122	369	300
UNV	812		
Subtotal	**19 906**	**25 255**	**11 064**
Grand total	**65 895**	**60 814**	**46 894**

[a] Prorated for the period under review.
[b] Prorated for the period under review.
Abbreviations: GEF = Global Environmental Facility; IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund; UNIFEM = United Nations Development Fund for Women; UNSO = Office to Combat Desertification and Drought; UNV = United Nations Volunteers.